

Environmental Policy Evaluation in Green Village Innovation in Yogyakarta Special Region

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ARTICLE INFO

ABSTRACT

Article history:

Accepted

Keywords

Green village is such an ideal dream of a settlement innovation with integrated management, fulfilling the health standard, equipped with environmental management facility and is built through social engineer movement. The starting point of green village development is government policy that proclaim *Program Indonesia Hijau* (Green Indonesia Movement). Minister of Environment Regulation Number 2 of 2012 has regulated programs aiming for green Indonesia. Besides, there is also Minister of Environment Regulation Number 19 of 2012 concerning climate village. In order to implement the programs aiming for green Indonesia, green village and climate village movements are needed.

Community participation becomes the main point in the initiation of green village. Due to the important role of stakeholder, the synergy among actors is needed in order to create collaboration in developing green village. Considering the aspect of government policy, community active role needs to be regulated by Minister of Environment Regulation Number 17 of 2012 concerning Community Participation. Meanwhile, the realization of activities which fulfill the standard of green village is carried out through waste bank management, which is regulated by Minister of Environment Regulation Number 13 of 2012 concerning The Implementation of Reduce, Reuse and Recycle through waste bank.

Some policies which are regulating from normative principle have been available in national level. Explicitly, these policies have close relationship. These policies will be easier to be implemented if each of them has synergy, strengthen one another, and is followed by derivative policies in regional level. This paper investigates the evaluation of synergy relationship among policies and analyze the availability of derivative policies particularly in *Daerah Istimewa Yogyakarta*.

I. Introduction

Development has always been performed continuously by Indonesian government. Today, government spirit is increased to develop green village as the ideal settlement. The government spirit is showed by the increased number of regulation which regulate things related to environment. The environmental regulations are not only in law level but also minister regulation, governor regulation, regent regulation and local regulation. However, the government spirit should be balanced with public awareness to actively participate. Environmental quality improvement which is directly related to settlement is regulated by Minister of Environment Policy. Minister of Environment Regulation Number 1 of 2012 concerning Programs for Green Indonesia grows the inspiration for the development of green village.

The number of regulation is one of the starting point to determine the success of a program. In regulation level, the number of regulation which regulate green village development indicates the determination from government for green village development. In the time government releases some policies related to green village, it means that the determination from government is high enough for the program. In contrary, if government only releases policy in macro level which has multiple interpretations in central level, it means that the commitment from government is relatively low. Policy which is macro and has multiple interpretations is hard to be implemented. Therefore, government spirit to carry real actions in developing green village is less strong.

It is important to find out the level of opportunity in realizing green village development in Indonesia. Environmental degradation is caused by a lot of factors that struck all over regions in Indonesia recently. Settlement condition has experienced environmental quality degradation. Therefore, an effort to investigate government policy is needed. Considering the public policy, the number and

nomenclature of regulation which have been made by government related to green village development need to be investigated. This study focuses to find out “How is the quality of the regulation content in regulating green village development?”

This research was performed with qualitative approach and content analysis toward environmental policy documents. Environmental policies reviewed are those which are related to green village development. In regional level, the ability of government to generate central policy to derivative policy needs to be observed. In general, central policies regulate in macro so that they need to be redefined in lower regulations. Both local regulations and district-head regulations (governor regulations/regent regulations/mayor regulations) should be implemented more.

DIY (Daerah Istimewa Yogyakarta/Yogyakarta Special Region) has implemented green village program since 2011. This region is regarded as well experienced since the program has run for around 7 years. DIY government has generated Minister Policy to local regulations. Related to waste problem, Local Regulation Number 3 of 2013 has been released. Related to cultural change which covers cultural behavior toward waste, Local Regulation Number 4 of 2011 has been released. In addition, these regulations are supported by Governor of DIY Regulation Number 72 of 2008 concerning Governmental Behavior and Governor of DIY Regulation Number 53 of 2014. These two regulations emphasize the philosophy of “*Hamemayu Hayuning Bawana*” which explains about beautifying and preserving the world. The decision to review DIY is really right based on the following argumentations:

- a. There are regulations which are re-definitive and operative.
- b. Governmental Culture of *Satriya* contains the spirit to maintain the environment with the concept of “*Hamemayu Hayuning Bawana*”

- c. There are roles which are inter OPD (*Organisasi Perangkat Daerah/Regional Government Organization*) in the socialization of environment preservation.

This review focuses on the scope and relationships of central policies and regional policies, derivative form of policies in regional level, content scope and the scope of the policies which consist of preamble and content. This research gives assessment on the power of each policy in regulating green village development.

The research approach was qualitative with secondary data review method. The data collected were in the form of policy documents related to green village program, reports, and the available minutes. Content analysis was used as the effort to understand the quality and the content comprehensiveness of the documents related to green village regulation.

II. Green Village Policies Evaluation

1. Policies Evaluation Approach

Public policies are such important things to implement or not to implement in a country. Strategic and rational considerations are arranged to ensure whether an action is important or not. According to Suwitri in Suaedi and Wardiyanto (2010, p.138), public policy is a series of actions which has the choice to perform or not to perform something in order to achieve the national goal. The decision is made by considering the available inputs according to suggestions from someone or a group of people in government or outside the government.

According to Chief J.O. Udoji (in Wahab. 1997. p.5), public policy is “a sanctioned course of action addressed to a particular problem or group of related problems that affect society at large”. Similarly, Anderson (in Islamy. 1991.

P.91) said that public policies act as policies which are developed by institutions and government officials. Meanwhile, Dunn (2000. P.610), there are 6 criteria in performing evaluation toward policy, which are effectivity, efficiency, sufficiency, distribution, accuracy and responsivity.

Effective public policy is the one that has success measurement determined by the ability to achieve the goal. Therefore, a public policy should give a clear provisions and illustrations about the goals. Through a clear goal, there will not be multi interpretations. Clear goal formulation will ease the implementation of the policy and ease the achievement of the goal. Efficiency is related to concrete calculation of the use of economical time, energy and resources in achieving the goal. The definition of sufficiency in public policy is the fulfillment of regulated scope. Public policy is demanded to give even facilities to all objects so that the impacts can benefit the entire community components. Policy which has accuracy is the one that focus on the value and goal of the program with the right assumptions. Meanwhile, the implementation of public policy should be supported by responsive behavior toward all kind of possibilities.

2. Green Village Policies

A program should ideally have a strong foundation in form of public policy. Green village program which has be implemented in city/regencies in DIY is based on the regulation of central government. Whilst in the implementation, DIY local government follows it up with regional regulation. Therefore, identification toward policies in central level should be done to find out the focus of central government on the importance of green village. Besides, regional policies should also be identified to find out the commitment to

perform green village. The indication of a success implementation can be seen from the regulation aspect. The stronger the relationship of the policies in central level with the operation in regional level then the more accomplished the implementation will be.

Green village program is public service program in establishing healthy environment. The development of green village will be realized if regulations about green village are normatively followed up by technical regulations. However, the development of green village will be obstructed if the regulations are only on central level, macro and normative. According to Anggraeni et.al. (2013. P.118), if the activities of public service are obstructed then the development in Indonesia will also be obstructed.

Developing green village needs the right supported facilities and infrastructures. Since green village focus on the fulfilment of healthy life standard, Putri et.al. (2013.p.87) said that healthy facilities and infrastructures are needed. Due to the numerous and varied need of facilities and infrastructures, public participation is needed. Kusdarini et.al (2016.p.23) conveyed that the value of local wisdom should be developed. Based on the importance of local wisdom in supporting public policy, government should integrate the program to the public social condition. According to BLH (2015.p20), government should facilitate the green village development and supports the local environmental cadres as motivator. The local values specifically give contribution to the public ability to respond the policies contextually. Green village program which is national, general and universal in its practice in community will be adjusted to the local condition. Despite the local values particularly emerge as the impact of cultural system, they

actually contain of personal values which are accepted nationally. Thus, according to Alam (2012.p81), in the implementation, the program suits the national identity and the universal value.

3. Green Village Development in India

India also develops model village which aims to develop village with adequate environmental condition. According to Kumar (2017.p83), the development of the model village is through Saansad Adarsh Gram Yojana (SAGY) program. The implementation of the program is based on the guidelines of SAGY which has been released since 2014. In line with green village program in Indonesia. SAGY also aims to improve environmental quality standard. According to Kumar (2017.p84), the program plans to implement activities to create a clean and green village consisting of the following:

- a. Providing toilets in each household and in all public institutions and ensuring their proper use;
- b. appropriate solid and liquid waste management;
- c. Roadside plantations; tree plantation in accordance with local preferences in homesteads; schools and public institutions – including green walkways; social forestry.
- d. Watershed management, especially renovation and revival of traditional water bodies; rainwater harvesting - rooftop as well as others; and reducing local pollution of air, water and land.

Indonesia and India as developing country have relative similar concern in the development of rural area. According to the goal of model village in India, it has almost similar goal with green village in Indonesia.

III. Paradox of Green Village Policy

Green village policy is not in the form of independent government policy. Green village policy is the emergence consequence after government enacts Green Indonesia policy. Thus, the evaluation of green village policy does not focus on one particular policy, but reviews several policies which are identified to have relationship with green village program. Several policies which are identified to have relationship with green village program are policies concerning environment issues. Not all environmental policies are related to green village program. There are only several public policies in the authority of Ministry of Environment which are related to green village, such as:

Table 1. Minister of Environment Policies Related to Green Village Program

No	Public Policies	Concern	Regulation Content Related to Green Village	The Relationship with Green Village Program
1	Minister of Environment Regulation Number 1 of 2012	Programs for Green Indonesia	Guidance and supervision programs in the implementation of conservation area, aiming to protect and control environmental damage as well as handle climate change, which are performed through work assessment of the local government	It has distant relationship with green village program and green Indonesia program. It is in national scale and macro while green village is specific in local and micro.

2	Minister of Environment Regulation Number 3 of 2012	Biodiversity Park	The preservation of biodiversity on earth.	Does not directly regulate green village program.
3	Minister of Environment Regulation Number 13 of 2012	Guidance of the implementation of reduce, reuse and recycle through waste bank	Integrated waste management, upstream-downstream, giving economic and health advantages, saving the environment	Does not directly regulate green village program
4	Minister of Environment Regulation Number 17 of 2012	Public Participation	Public participation in the analysis of impact and permission in environmental issues scope	Does not directly regulate public participation in green village program
5	Minister of Environment Regulation Number 19 of 2012	Climate village program	Public adaptation and mitigation toward climate change (identification form, action program and awards)	Does not directly regulate green village and only put green village as a medium to implement climate village

Resource: Ministry of Environment Regulation, 2012.

According to the existence of Ministry of Environment, there is no regulation which directly regulate green village program. Based on the regulation aspect, green village program does not have clear law foundation. This condition creates weakness in the implementation. The possibility for success is obstructed if central

government does clearly regulate the implementation of green village. Several requisites of green village should be supported by adequate facilities and infrastructures, vegetation coverage, the variation of vegetation, biopore and infiltration well system, liquid waste, sewerage, collective household waste management and waste management system with reduce reuse and recycle. In order to fulfill the requirement, green village needs the role of stakeholder. Without the existence of law foundation in form of clear regulation, government will encounter difficulties to perform coordination, consultation, and collaboration. Meanwhile, in regional level, green village program should be implemented continuously. This condition makes every region needs to perform initiative policy as the form of green village policy innovation.

The innovation of public policy in the development of green village should be performed. DIY Government releases green village assessment through Local Environmental Impact Management Agency (*Badan Pengendalian Dampak Lingkungan Daerah*), DIY at 2007. The penetration is carried out by DIY government in cooperation with university, particularly Gadjah Mada University Yogyakarta. The writer of the guidance of the green village assessment is Prof. Achmad Baiquini, MSc.PhD. The policy innovation is executed in order to facilitate the implementation of green village development and is included as the implementation of green village evaluation.

Along with the existence of the guidance book of green village assessment, indicators which are used to develop green village will be found out. Green village is integrated settlement with the improvement of green vegetation coverage, waste management and enhancement of healthy organic material. According to Lailia (2014.p.283), green village is community effort for green village preservation. According to Darmawan et.al. (t.th.p.4),

green village concept is implemented in village level, particularly villages which implement sustainable development through environmental function preservation, whether in the component of abiotic, biotic, social, economy, culture or health.

The implementation of green village in DIY is based on local wisdom with the philosophy of “Hamemayu Hayuning Bawana”. The culture to preserve and maintain environment which keeps the synchronization of *jagad alit* as the microcosm and *jagad ageng* as macrocosm. The compatibility and harmony between individual and the universe should be realized in daily life. *Satriya* culture as government culture is actually a public policy innovation which is directly related to green village development.

The problems of green village development are about abiotic, biotic and culture which is known as ABC. The ability to manage biotic and abiotic in green village is determined by cultural behavior of the actors. People will be able to manage environment if they have the ability and cultural behavior of environmentally friendly. The implementation of policy innovation of *Satriya* culture development is really positive. The internalization of *Satriya* culture is attached to each OPD. Several policies as policy innovation are directly and indirectly related to green village development:

Table 2. Policy Innovation Related to the Convenience in Green Village Development

Number	Public Policy	Concern	Regulation content related to green village	Relationship with green village program
1.	The philosophy of <i>hamemayu hayuning</i>	The spirit of environmental development and preservation	Harmony between microcosm and macrocosm	Environmental-friendly behavior

	<i>bawana</i>	on		
2	Govern or Regulation Number 72 of 2008	Government culture in Yogyakarta Special Region	Values, harmony, common sense, identity, role model, willing to serve, innovation, certainty, confident and professional expert	The emphasize of the value of harmony covering environmental harmony
3	Regional Regulation Number 3 of 2013 Perda No 3 tahun 2013	Household waste management and similar waste management	Community performs waste management	Does not mention the development of green village and only focuses on waste management

Source: Processed from various resources. Yogyakarta, 2017.

The form of innovation in DIY is based on local wisdom. The spirit of the local value originally is meant for environmental development. Since long time ago, local value has given the development of environmentally-friendly behavior. *Satriya* culture as government culture is really important in establishing harmony vertically, horizontally and downwardly. DIY local government has high initiative to support *Satriya* culture. However, the value related to green village has not benefited in real by community.

IV. Conclusions and Suggestions

Green village program is not regulated by any regulation explicitly. Although it has been started since years ago,

green village is still not well known by people in general. Green village program seems to be the program to achieve green Indonesia yet has not been facilitated adequately. DIY has performed innovation of public policy related to green village program. The form of the innovation is: arranging guidance of green village assessment, spreading the philosophy of *hamemayu hayuning bawana*, releasing local regulation about household waste management and local regulation about *Satriya* culture. The successful green village movement has not been achieved although government has performed innovation of public policy. The recommendation for government in central level or DIY is to explicitly establish derivative policy which specifically regulate green village. Along with clear and operative regulation, the program will be more comprehended by stakeholder. The more stakeholder aware and understand about the program, the better they can help for the implementation of green village in community.

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